110TH CONGRESS 2D SESSION

H. R. 6036

To amend the Internal Revenue Code of 1986 to establish lifelong learning accounts to provide an incentive to save for education.

IN THE HOUSE OF REPRESENTATIVES

May 13, 2008

Mr. EMANUEL (for himself and Mr. RAMSTAD) introduced the following bill; which was referred to the Committee on Ways and Means, and in addition to the Committee on Education and Labor, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

A BILL

To amend the Internal Revenue Code of 1986 to establish lifelong learning accounts to provide an incentive to save for education.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Lifelong Learning Ac-
- 5 counts Act of 2008".
- 6 SEC. 2. LIFELONG LEARNING ACCOUNTS.
- 7 (a) IN GENERAL.—Subpart C of part IV of sub-
- 8 chapter A of chapter 1 of the Internal Revenue Code of

1	1986 (relating to refundable credits) is amended by redes-
2	ignating section 36 as section 37 and by inserting after
3	section 35 the following new section:
4	"SEC. 36. CONTRIBUTIONS TO LIFELONG LEARNING AC-
5	COUNTS.
6	"(a) Credit Allowed.—In the case of an eligible
7	individual, there shall be allowed as a credit against the
8	tax imposed by this chapter for the taxable year an
9	amount equal to the applicable percentage of the contribu-
10	tions (other than rollover contributions described in sub-
11	section (e)(5)) paid in cash during such taxable year by
12	or on behalf of such individual to a lifelong learning ac-
13	count of such individual.
14	"(b) Limitations and Definitions Related to
15	ALLOWANCE OF CREDIT.—
16	"(1) Dollar limitation.—The amount of
17	contributions taken into account under subsection
18	(a) with respect to any eligible individual for any
19	taxable year shall not exceed the lesser of—
20	"(A) \$2,500, or
21	"(B) an amount equal to the compensation
22	(as defined in section 219(f)(1)) includible in
23	the individual's gross income for such taxable
24	vear.

1	"(2) Limitations based on modified ad-
2	JUSTED GROSS INCOME.—
3	"(A) Phaseout of dollar limitation
4	BASED ON ACCOUNT BENEFICIARY'S MODIFIED
5	ADJUSTED GROSS INCOME.—The \$2,500
6	amount contained in paragraph (1)(A) shall be
7	reduced (but not below zero) by the account
8	beneficiary's reduction amount.
9	"(B) PER CONTRIBUTOR LIMITATION
10	BASED ON CONTRIBUTOR'S MODIFIED AD-
11	JUSTED GROSS INCOME.—In the case of a con-
12	tributor who is an individual (other than an em-
13	ployer of the account beneficiary), the aggre-
14	gate amount of the contributions of such con-
15	tributor which may be taken into account under
16	subsection (a) with respect to any eligible indi-
17	vidual for any taxable year shall not exceed the
18	excess (if any) of \$2,500 over such contribu-
19	tor's reduction amount.
20	"(C) ACCOUNT BENEFICIARY'S REDUCTION
21	AMOUNT.—For purposes of subparagraph (A),
22	the account beneficiary's reduction amount is
23	the amount which bears the same ratio to
24	\$2,500 as—
25	"(i) the excess of—

1	"(I) the account beneficiary's
2	modified adjusted gross income for
3	such taxable year, over
4	(II) \$100,000 (twice such
5	amount in the case of a joint return),
6	bears to
7	"(ii) \$20,000 (twice such amount in
8	the case of a joint return).
9	For purposes of the preceding sentence, the
10	term 'modified adjusted gross income' means
11	adjusted gross income increased by any amount
12	excluded from gross income under section 911,
13	931, or 933.
14	"(D) Contributor's reduction
15	AMOUNT.—For purposes of subparagraph (B),
16	the contributor's reduction amount is the
17	amount that would be determined under sub-
18	paragraph (C) if 'contributor' were substituted
19	for 'account beneficiary' each place it appears
20	therein.
21	"(E) Special rule for married indi-
22	VIDUALS FILING A SEPARATE RETURN.—In the
23	case of a married individual filing a separate re-
24	turn, subparagraph (C)(i)(II) shall be applied

by substituting 'zero' for the dollar amount therein.

"(3) Treatment of employer contribu-

"(A) EXCLUSION FROM GROSS INCOME.—
Gross income shall not include any contribution to a lifelong learning account made by an employer of the account beneficiary to the extent that the aggregate amount of such contributions made during the taxable year does not exceed the limitation in effect under paragraph (1) (determined without regard to subparagraph (B) of this paragraph) for such taxable year with respect to such beneficiary.

"(B) Coordination with credit.—The limitation which would (but for this subparagraph) apply under paragraph (1) with respect to the eligible individual for any taxable year shall be reduced (but not below zero) by the aggregate amount contributed to lifelong learning accounts of such individual which is excludable from the taxpayer's gross income for such taxable year under subparagraph (A) (and such amount shall not be taken into account in determining the credit under subsection (a)).

1	"(4) Applicable percentage.—For purposes
2	of this section, the term 'applicable percentage'
3	means—
4	"(A) 50 percent with respect to the first
5	\$500 of contributions taken into account under
6	subsection (a) with respect to any eligible indi-
7	vidual for any taxable year, and
8	"(B) 25 percent with respect to so much of
9	such contributions as exceeds \$500.
10	"(5) Eligible individual.—For purposes of
11	this section, the term 'eligible individual' means any
12	individual for any taxable year if, as of the first day
13	of such taxable year, such individual has attained
14	age 18 but has not attained age 71.
15	"(c) Lifelong Learning Accounts.—For pur-
16	poses of this section—
17	"(1) In general.—The term 'lifelong learning
18	account' means a trust created or organized in the
19	United States as a lifelong learning account exclu-
20	sively for the purpose of paying the qualified edu-
21	cation expenses of the account beneficiary, but only
22	if the written governing instrument creating the
23	trust meets the following requirements:
24	"(A) No contribution will be accepted un-
25	less it is in cash.

1	"(B) Except in the case of a rollover con-
2	tribution described in subsection (e)(5), no con-
3	tribution will be accepted if such contribution,
4	when added to all previous contributions to the
5	trust for the calendar year, would exceed
6	\$2,500.
7	"(C) The trustee is a bank (as defined in
8	section 408(n)), an agency or instrumentality of
9	a State, or another person who demonstrates to
10	the satisfaction of the Secretary that the man-
11	ner in which that person will administer the
12	trust will be consistent with the requirements of
13	this section.
14	"(D) No part of the trust assets will be in-
15	vested in life insurance contracts.
16	"(E) No part of the trust assets will be in-
17	vested in any collectible (as defined in section
18	408(m)).
19	"(F) The assets of the trust will not be
20	commingled with other property except in a
21	common trust fund or common investment
22	fund.
23	"(G) The interest of an individual in the

balance in his account is nonforfeitable.

1	"(2) QUALIFIED EDUCATION EXPENSES.—The
2	term 'qualified education expenses' means amounts
3	paid by the account beneficiary for education of, or
4	courses of instruction (including training and ap-
5	prenticeship programs) for, the account beneficiary
6	or the account beneficiary's spouse, including—
7	"(A) tuition, fees, and similar payments,
8	and
9	"(B) books, supplies, equipment, tools, and
10	information technology devices, required for
11	such course or education.
12	Such term shall not include amounts paid for any
13	course or other education involving sports, games, or
14	hobbies.
15	"(3) Account beneficiary.—The term 'ac-
16	count beneficiary' means the individual on whose be-
17	half the lifelong learning account was established.
18	"(4) Certain rules to apply.—Rules similar
19	to the following rules shall apply for purposes of this
20	section:
21	"(A) Section 219(f)(3) (relating to time
22	when contributions deemed made).
23	"(B) Section 408(g) (relating to commu-
24	nity property laws).

1	"(C) Section 408(h) (relating to custodial
2	accounts).
3	"(d) TAX TREATMENT OF ACCOUNTS.—
4	"(1) In general.—A lifelong learning account
5	is exempt from taxation under this subtitle unless
6	such account has ceased to be a lifelong learning ac-
7	count. Notwithstanding the preceding sentence, any
8	such account is subject to the taxes imposed by sec-
9	tion 511 (relating to imposition of tax on unrelated
10	business income of charitable, etc. organizations).
11	"(2) Account terminations.—Rules similar
12	to the rules of paragraphs (2) and (4) of section
13	408(e) shall apply to lifelong learning accounts, and
14	any amount treated as distributed under such rules
15	shall be treated as not used to pay qualified edu-
16	cation expenses.
17	"(e) Tax Treatment of Distributions.—
18	"(1) Inclusion in gross income.—Any
19	amount distributed out of a lifelong learning account
20	shall be included in gross income by the distributee.
21	"(2) Additional Tax.—
22	"(A) In general.—Except as otherwise
23	provided in this subsection, the tax imposed by
24	this chapter on the account beneficiary for any
25	taxable year in which there is a nonqualified

1	distribution from a lifelong learning account
2	shall be increased by 10 percent of the amount
3	of such distribution.
4	"(B) Exceptions.—Subparagraph (A)
5	shall not apply if the distribution is made after
6	the account beneficiary dies, becomes disabled
7	(within the meaning of section $72(m)(7)$), or
8	has attained age 70.
9	"(3) Nonqualified distribution.—For pur-
10	poses of this section, the term 'nonqualified distribu-
11	tion' means the excess (if any) of—
12	"(A) the aggregate distributions from the
13	account during the taxable year, over
14	"(B) the qualified education expenses of
15	the account beneficiary for the taxable year.
16	"(4) Excess contributions returned be-
17	FORE DUE DATE OF RETURN.—
18	"(A) IN GENERAL.—If any excess con-
19	tribution is contributed for a taxable year to
20	any lifelong learning account of an individual,
21	paragraphs (1) and (2) shall not apply to dis-
22	tributions from the lifelong learning accounts of
23	such individual (to the extent such distributions
24	do not exceed the aggregate excess contribu-

1	tions to all such accounts of such individual for
2	such year) if—
3	"(i) such distribution is received by
4	the individual on or before the last day
5	prescribed by law (including extensions of
6	time) for filing such individual's return for
7	such taxable year, and
8	"(ii) such distribution is accompanied
9	by the amount of net income attributable
10	to such excess contribution.
11	Any net income described in clause (ii) shall be
12	included in the gross income of the individual
13	for the taxable year in which it is received.
14	"(B) Excess contribution.—For pur-
15	poses of subparagraph (A), the term 'excess
16	contribution' means any contribution (other
17	than a rollover contribution described in para-
18	graph (6)) which is not taken into account for
19	purposes of determining the credit allowed
20	under subsection (a) or the amount excludable
21	from the taxpayer's gross income under sub-
22	section $(b)(3)$.
23	"(5) ROLLOVER CONTRIBUTION.—An amount is
24	described in this paragraph as a rollover contribu-

tion if it meets the requirements of subparagraphs

(A) and (B).

"(A) IN GENERAL.—Paragraphs (1) and (2) shall not apply to any amount paid or distributed from a lifelong learning account to the account beneficiary to the extent the amount received is paid into a lifelong learning account for the benefit of such beneficiary not later than the 60th day after the day on which the beneficiary receives the payment or distribution.

"(B) LIMITATION.—This paragraph shall not apply to any amount described in subparagraph (A) received by an individual from a lifelong learning account if, at any time during the 1-year period ending on the day of such receipt, such individual received any other amount described in subparagraph (A) from a lifelong learning account to which paragraphs (1) and (2) did not apply by reason of the application of this paragraph.

"(6) Transfer of account incident to divorce.—The transfer of an individual's interest in a lifelong learning account to an individual's spouse or former spouse under a divorce or separation instrument described in subparagraph (A) of section

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71(b)(2) shall not be considered a taxable transfer made by such individual notwithstanding any other provision of this subtitle, and such interest shall, after such transfer, be treated as a lifelong learning account with respect to which such spouse is the account beneficiary.

"(7) Treatment after death of account beneficiary.—

"(A) TREATMENT IF DESIGNATED BENE-FICIARY IS SPOUSE.—If the account beneficiary's surviving spouse acquires such beneficiary's interest in a lifelong learning account by reason of being the designated beneficiary of such account at the death of the account beneficiary, such lifelong learning account shall be treated as if the spouse were the account beneficiary.

"(B) Other cases.—

"(i) IN GENERAL.—If, by reason of the death of the account beneficiary, any person acquires the account beneficiary's interest in a lifelong learning account in a case to which subparagraph (A) does not apply—

1	"(I) such account shall cease to
2	be a lifelong learning account as of
3	the date of death, and
4	"(II) an amount equal to the fair
5	market value of the assets in such ac-
6	count on such date shall be includible
7	if such person is not the estate of
8	such beneficiary, in such person's
9	gross income for the taxable year
10	which includes such date, or if such
11	person is the estate of such bene-
12	ficiary, in such beneficiary's gross in-
13	come for the last taxable year of such
14	beneficiary.
15	"(ii) Deduction for estate
16	TAXES.—An appropriate deduction shall be
17	allowed under section 691(c) to any person
18	(other than the decedent or the decedent's
19	spouse) with respect to amounts included
20	in gross income under clause (i) by such
21	person.
22	"(f) Reports.—The trustee of a lifelong learning ac-
23	count shall make such reports regarding such account to
24	the Secretary and to the account beneficiary with respect
25	to contributions, distributions, and such other matters as

- 1 the Secretary may require under regulations. The reports
- 2 required by this subsection shall be filed at such time and
- 3 in such manner and furnished to such individuals at such
- 4 time and in such manner as may be required by those reg-
- 5 ulations.".
- 6 (b) Tax on Excess Contributions.—Section 4973
- 7 of the Internal Revenue Code of 1986 is amended—
- 8 (1) by striking "or" at the end of subsection
- 9 (a)(4), by inserting "or" at the end of subsection
- 10 (a)(5), and by inserting after subsection (a)(5) the
- 11 following new paragraph:
- "(6) a lifelong learning account (within the
- meaning of section 36(c)),", and
- 14 (2) by adding at the end the following new sub-
- 15 section:
- 16 "(h) Excess Contributions to Lifelong Learn-
- 17 ING ACCOUNTS.—For purposes of this section, in the case
- 18 of lifelong learning accounts (within the meaning of sec-
- 19 tion 36(c)), the term 'excess contributions' means the sum
- 20 of—
- 21 "(1) the aggregate amount contributed for the
- taxable year to the accounts (other than rollover
- contributions described in section 36(e)(5)) which is
- 24 not taken into account for purposes of determining
- 25 the credit allowed under section 36(a) or the amount

1	excludable from the taxpayer's gross income under
2	section 36(b)(3), and
3	"(2) the amount determined under this sub-
4	section for the preceding taxable year, reduced by
5	the sum of—
6	"(A) the distributions out of the accounts
7	with respect to which additional tax was im-
8	posed under section 36(e)(2)(A) for the taxable
9	year, and
10	"(B) the excess (if any) of—
11	"(i) the maximum amount of con-
12	tributions which may be taken into account
13	under section 36(a) for the taxable year,
14	over
15	"(ii) the amount contributed to the
16	accounts for the taxable year.
17	For purposes of this subsection, any contribu-
18	tion which is distributed out of the lifelong
19	learning account in a distribution to which sec-
20	tion 36(e)(5) applies shall be treated as an
21	amount not contributed.".
22	(c) Tax on Prohibited Transactions.—
23	(1) Paragraph (1) of section 4975(e) of the In-
24	ternal Revenue Code of 1986 (relating to prohibited
25	transactions) is amended by redesignating subpara-

- graph (G) as subparagraph (H), by striking "or" at the end of subparagraph (F), and by inserting after subparagraph (F) the following new subparagraph:
- 4 "(G) a lifelong learning account described 5 in section 36(c), or".
 - (2) Subsection (c) of section 4975 of such Code is amended by adding at the end the following new paragraph:
- 9 "(7) Special rule for lifelong learning 10 ACCOUNTS.—An individual for whose benefit a life-11 long learning account is established shall be exempt 12 from the tax imposed by this section with respect to 13 any transaction concerning such account (which 14 would otherwise be taxable under this section) if, 15 with respect to such transaction, the account ceases 16 to be a lifelong learning account by reason of the ap-17 plication of section 36(d)(2) to such account.".
- (d) Failure To Provide Reports on LifeLong 19 Learning Accounts.—Paragraph (2) of section 6693(a) 20 of the Internal Revenue Code of 1986 is amended by strik-21 ing "and" at the end of subparagraph (D), by redesig-22 nating subparagraph (E) as subparagraph (F), and by in-23 serting after subparagraph (D) the following new subpara-24 graph:

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1	"(E) section 36(f) (relating to lifelong
2	learning accounts), and".
3	(e) Exclusion From Employment Taxes.—
4	(1) Federal insurance contributions
5	ACT.—Subsection (a) of section 3121 of the Internal
6	Revenue Code of 1986 is amended by striking "or"
7	at the end of paragraph (21), by striking the period
8	at the end of paragraph (22) and inserting "; or",
9	and by inserting after paragraph (22) the following
10	new paragraph:
11	"(23) any payment made to or for the benefit
12	of an employee if at the time of such payment it is
13	reasonable to believe that the employee will be able
14	to exclude such payment from income under section
15	36(b)(3).".
16	(2) Railroad retirement tax.—Subsection
17	(e) of section 3231 of such Code is amended by add-
18	ing at the end the following new paragraph:
19	"(13) Learning account contributions.—
20	The term 'compensation' shall not include any pay-
21	ment made to or for the benefit of an employee if

at the time of such payment it is reasonable to be-

lieve that the employee will be able to exclude such

payment from income under section 36(b)(3).".

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- 1 (3) UNEMPLOYMENT TAX.—Subsection (b) of section 3306 of such Code is amended by striking "or" at the end of paragraph (18), by striking the period at the end of paragraph (19) and inserting "; or", and by inserting after paragraph (19) the following new paragraph:
 - "(20) any payment made to or for the benefit of an employee if at the time of such payment it is reasonable to believe that the employee will be able to exclude such payment from income under section 36(b)(3).".
 - (4) WITHHOLDING TAX.—Subsection (a) of section 3401 of such Code is amended by striking "or" at the end of paragraph (21), by striking the period at the end of paragraph (22) and inserting "; or", and by inserting after paragraph (22) the following new paragraph:
 - "(23) any payment made to or for the benefit of an employee if at the time of such payment it is reasonable to believe that the employee will be able to exclude such payment from income under section 36(b)(3)."
 - (5) EMPLOYER CONTRIBUTIONS REQUIRED TO BE SHOWN ON W-2.—Subsection (a) of section 6051 of such Code is amended by striking "and" at the

- 1 end of paragraph (12), by striking the period at the
- end of paragraph (13) and inserting ", and", and by
- 3 inserting after paragraph (13) the following new
- 4 paragraph:
- 5 "(14) the amount contributed to any learning 6 account (as defined in section 224) on behalf of such
- 7 employee.".

9 HARMLESS.—There is hereby appropriated (out of any money in the Treasury not otherwise appro-

(6) Social security trust funds held

- priated) for each fiscal year to each fund under the
- 12 Social Security Act an amount equal to the reduc-
- tion in the transfers to such fund for such fiscal
- 14 year by reason of the amendment made by para-
- 15 graph (1).
- 16 (f) Exemption From ERISA Requirements.—
- 17 Subsection (b) of section 4 of the Employee Retirement
- 18 Income Security Act of 1974 is amended by striking "or"
- 19 at the end of paragraph (4), by striking the period at the
- 20 end of paragraph (5) and inserting "; or", and by insert-
- 21 ing after paragraph (5) the following new paragraph:
- "(6) such plan is maintained solely for the pur-
- poses of establishing, and making contributions to,
- lifelong learning accounts (as defined in section 36

- of the Internal Revenue Code of 1986) on behalf of employees.".
- 3 (g) Conforming Amendments.—
- (1) The table of sections for subpart C of part IV of subchapter A of chapter 1 of the Internal Revenue Code of 1986 is amended by redesignating the item relating to section 36 as an item relating to section 37 and by inserting before such item the following new item:

"Sec. 36. Contributions to lifelong learning accounts.".

- 10 (2) Section 6211(b)(4)(A) of such Code is 11 amended by striking "34," and all that follows 12 through "6428" and inserting "34, 35, 36, 53(e), 13 and 6428".
- 14 (3) Section 1324(b)(2) of title 31, United 15 States Code, is amended by inserting ", 36," after 16 "section 35".
- 17 (h) EFFECTIVE DATE.—The amendments made by 18 this section shall apply to taxable years beginning after 19 December 31, 2008.
- 20 SEC. 3. CREDIT FOR EMPLOYER CONTRIBUTIONS TO LIFE-
- 21 LONG LEARNING ACCOUNTS AND ADMINIS-
- TRATIVE EXPENSES OF CERTAIN SMALL EM-
- PLOYERS.
- 24 (a) In General.—Subpart D of part IV of sub-
- 25 chapter A of chapter 1 of the Internal Revenue Code of

- 1986 (relating to business related credits) is amended by 2 adding at the end the following new section: 3 "SEC. 450. LIFELONG LEARNING ACCOUNTS CREDIT. "(a) In General.—For purposes of section 38, the 4 lifelong learning accounts credit is the sum of— 6 "(1) the lifelong learning account contributions 7 credit, and "(2) in the case of an eligible employer, the 8 9 small employer lifelong learning account administra-10 tive costs credit. 11 "(b) Lifelong Learning Account Contribu-12 TIONS CREDIT.— 13 "(1) In general.—For purposes of this sec-14 tion, the term 'lifelong learning account contribu-15 tions credit' means the amount equal to 25 percent of the aggregate amount paid or incurred by the tax-16 17 payer during the taxable year as contributions to 18 lifelong learning accounts (as defined in section 36) 19 of employees of the taxpayer.
- 20 "(2) DOLLAR LIMITATION.—The amount of the 21 contributions taken into account under paragraph 22 (1) with respect to any employee for any taxable
- (1) with respect to any employee for any taxable
- year shall not exceed \$2,500.
- 24 "(c) Small Employer Lifelong Learning Ac-
- 25 COUNT ADMINISTRATIVE COSTS CREDIT.—

1	"(1) In general.—For purposes of this sec-
2	tion, the term 'small employer lifelong learning ac-
3	count administrative costs credit' means, in the case
4	of an eligible employer, the amount equal to 50 per-
5	cent of the aggregate amount paid or incurred by
6	the taxpayer during the taxable year as administra-
7	tive expenses in carrying out a program to make
8	payments to the lifelong learning accounts (as de-
9	fined in section 36) of employees of the taxpayer.
10	"(2) DOLLAR LIMITATION.—The amount of the
11	credit determined under this subsection for any tax-
12	able year shall not exceed—
13	"(A) \$500 for the first credit year and
14	each of the 2 taxable years immediately fol-
15	lowing the first credit year, and
16	"(B) zero for any other taxable year.
17	"(3) Definitions.—For purposes of this sub-
18	section—
19	"(A) ELIGIBLE EMPLOYER.—The term 'eli-
20	gible employer' has the meaning given such
21	term by section $408(p)(2)(C)(i)$.
22	"(B) FIRST CREDIT YEAR.—The term
23	'first credit year' means the first taxable year
24	for which the taxpayer claims a credit under
25	this section.

- 1 "(4) Special rules.—For purposes of this
- 2 subsection, rules similar to the rules of paragraphs
- 3 (1), (2), and (3) of section 45E(e) shall apply.".
- 4 (b) Credit Part of General Business Credit.—
- 5 Section 38(b) of such Code is amended by striking "and"
- 6 at the end of paragraph (30), by striking the period at
- 7 the end of paragraph (31) and inserting ", plus", and by
- 8 adding at the end the following new paragraph:
- 9 "(32) the lifelong learning accounts credit de-
- termined under section 450.".
- 11 (c) Deduction for Unused Credit.—Section
- 12 196(c) of such Code is amended by striking "and" at the
- 13 end of paragraph (12), by striking the period at the end
- 14 of paragraph (13) and inserting ", and", and by adding
- 15 at the end the following new paragraph:
- 16 "(14) the lifelong learning accounts credit de-
- termined under section 450.".
- 18 (d) CLERICAL AMENDMENT.—The table of sections
- 19 for subpart D of part IV of subchapter A of chapter 1
- 20 of such Code is amended by adding at the end the fol-
- 21 lowing new item:
 - "Sec. 450. Lifelong learning accounts credit.".
- (e) Effective Date.—The amendments made by
- 23 this section shall apply to taxable years beginning after
- 24 December 31, 2008.